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2 JUN 1954

The Director, Office of Training

Chief, Management Staff, DD/A

Interim Report re: Management Survey of Office of Training

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1. **PROBLEM:**

To study the organization, functions and operations of the Office of Training and recommend corrective measures which will reduce the present administrative demands upon the Director.

2. **ASSUMPTIONS:**

This survey team assumes the privilege of identifying and delineating problem areas, arriving at conclusions based on the facts and situations disclosed during the survey, and of propounding corrective recommendations, without regard to the fact that other elements of the Agency have surveyed the Office of Training and arrived at findings which may or may not agree with the recommendations of this survey.

3. **FACTS BEARING ON THE PROBLEM:**

a. A preliminary study of the Office of Training, including a conference with the Chief of each element and staff in the organization, indicates that the problems of OTR can not be satisfactorily resolved until the organization of the Office is readjusted and its training and support elements regrouped in a manner permitting the delineation of fields of interest, placement of responsibility, and delegation of authority to each echelon.

b. This interim report is submitted to present this situation, with a recommended solution, to the Director of Training for his concurrence before going further into a detailed study of the internal organization, functions, responsibilities, authorities and staffing within each individual element of the Office.

c. Discussions, conclusions and recommendations in this report are restricted to the question of over-all OTR organization, channels of command, fields of responsibility, obvious locations for delegation of authority, redistribution of courses to conform to fields of interest, and the disposition of certain of the present Staff elements of OTR.

d. Certain subjects, common to management studies and pertinent in this instance, are not included in this preliminary report. A non-concurrence of D/OTR in the proposed basic organizational adjustment may materially

alter the scope and extent of further work required from the survey team and could effect the possibility of solutions to problems. Examples of subjects to be considered in the second phase of the survey are:

(1) Functions and Responsibilities of elements, staffs and individuals.

(2) Staffing requirements and patterns.

(3) Delegations of authority to Divisions, Schools and individuals.

(4) Channels of command, direction, staff guidance and liaison.

(5) Internal procedures and controls.

(6) Internal coordination.

(7) Clarification of OTR responsibilities and authority concerning overseas training, courses conducted elsewhere in the Agency, etc.

(8) Operational problems involving the internal conduct of ███████ 25X1A6a

25X1A6a   ███████, etc.

(9) Matters concerning space equipment, support, etc.

(10) Clarification of relationships where cooperation, correlation or coordination with other Agency elements is necessary.

(11) Budgetary-fiscal controls to assure that D/OTR is adequately protected in his responsibility for the expenditure of OTR funds.

(12) Other problem areas disclosed by the survey.

4. DISCUSSION:

a. The findings of this report are based on, (1) reports of previous surveys conducted in OTR, (2) the present organization and functions of the Office, (3) historical material made available by the Executive Officer, (4) the subjects and content of courses and programs now offered, and (5) conferences with the Chief of each major OTR component and staff.

b. The Office of Training is of such size and complexity as to require a clearly defined secondary command structure, and adequate definition of the responsibilities and authorities of the second and third levels of command, in order to provide for normal day to day operations without the attention of the Director. The present organizational structure reflects twelve (12) operational and staff elements, plus the three (3) elements

25X1A6a   of ███████ plus a Deputy and an Executive Officer, who have direct access to the Director on any or all matters. Discussion with Division Chiefs reveals a uniform belief that each is responsible directly to the

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Director and each evidently feels that he has unlimited access to the
Director on any phase of his operation. This condition speaks well for
the personal relationships existing within the Office; it is also evident
that it creates an unbearable demand upon the Director and permits too
little time for the major considerations of the Office.

c. The Deputy Director considers his responsibility to be mainly in the
training phases of the operation, primarily with the Clandestine Services
(Covert) type of training. He is concerned with the selection, recruit-
ing and qualification of instructors. Full responsibility and authority
for the training phase of the mission do not, however, appear to be vested
in the Deputy, nor is there any evidence that problems brought to the
Deputy are not also taken directly to the Director.

d. The Executive Officer considers his primary responsibility to be in the
administrative and support aspects of the operation, both in headquarters
and the Training Center. As in the case of the Deputy, there appears to
be no grant of full authority. There is evidence that many of the normal
problems in these fields are taken directly to the Director.

e. The present organization reflects two Staff elements and two elements
called Staffs which actually are mis-named. The last two elements are
"services" rather than "staffs" in the usually accepted meaning of the
term.

(1) Plans and Research Staff, though not attached directly to the Office
of the Director, purports to have one element which serves in such
capacity. Another element performs staff functions pertinent to the
operation of the training side of the Office.

(2) The Assessment and Evaluation Staff, by the nature of its functions
and responsibilities, has a combination of the characteristics of a
staff element and a support element. This element, through its
Assessment Branch, expends a very considerable amount of time in
placement evaluations for other components of the Agency.

(3) The titles Administrative Staff and Instructional Services Staff
present a loose application of the term. These elements and their
components are active support groups. It is believed that their re-
lationship to the Office can be correctly reflected by identifying
them as support elements. Their internal organization appears to
properly centralize those administrative and support functions which
are necessary to the operation of OTR. Certain questions concerning
functions, scope of responsibility, authority, appropriate titles,
etc., can be resolved as the survey is extended to its second phase.
Discussion with the chiefs of these components discloses that they,
as well as certain leaders and personnel of the sub-units, report
directly to the Director on many matters.

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f. The present organization of the Office shows eight training divisions directly responsible to the Director. They are:

(1) Intelligence Training

(2) Management Training

(3) Language Training

(4) Basic Training

(5) Specialized Training

(6) Orientation and Briefing

(7) Junior Officer Training

(8) Project Training

The first five divisions, 1 thru 5 above, develop and conduct scheduled courses at headquarters. The last three divisions, 6 thru 8 above, differ in mission and operation from the others since they (1) perform or administer orientations and briefings representing the Agency more than OTR; (2) conduct off-campus tutoring and (3) supervise specialized on-the-job career development, none of which involve formalized on-campus courses.

g. The five training divisions, paragraph f-1 thru 5 above, are a consolidation from a former set-up in the Office which provided duplicate instructional facilities for the training of personnel from the so-called OVERT and COVERT elements of the Agency. The present structure does not permit clear delineation to divisions concerning their fields of interest and extent of subject coverage in administrative, orientation, intelligence, and other fields. Discussions with the Chiefs of these divisions indicates a similarity in courses, both in titles and subject matter, particularly in the basic or elementary phases, which appears to be an unnecessary duplication. It also appears that, where two or more divisions are offering courses in the same or similar fields, one division chief is only aware in a general sense of the content of similar courses offered in other divisions. This condition could result in duplication in the number and content of courses beyond that which might be justified in the interest of compartmentalization.

h. The present Orientation and Briefing Division is exactly what it's name implies. It is not in the same category with the strictly training divisions. Orientations conducted by the Division are for all Agency employees, including personnel from outside the Agency in many instances. It appears that such sessions are in the nature of Agency "personnel or public relations", rather than training as conducted by the Office of Training. Briefings are also given to high level officials of the U.S.

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and other governments in which the Division is representing the DCI, DDCI or one or more of the DD's. The same is true of presentations made to outside groups in other governmental, quasi-official and private agencies, much of which is strictly Agency public relations and has little connection with the mission of the Office of Training.

i. The Junior Officer Training Division consists of a staff of three OTR personnel whose function is in the nature of specialized career management for a corps of prospective careerists. No formalized courses are involved. The program consists of the selection of promising candidates and the supervision of their placement and on-the-job training. It appears that this element could be justified in the Training Office, the Agency Personnel complex, or of the Agency Career Service system, with sound arguments for each. The Division carries ninety (90) civilian and 150 military slots for the JO careerists while in an on-the-job training status. These slots are non-productive to OTR, since JOT's are not a part of the working staff of the Office.

j. The Project Training Division is actually conducting a highly covert tutoring service and is not comparable to the other training divisions. Tutoring is on a strictly personal basis, is all carried on off-campus, and formalized presentations are usually precluded.

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k. Training Center ▆▆▆▆ is operated by the Office of Training and under the direction of the Director. ▆▆▆▆ operation falls into 25X1A6a three phases; e.g., Cover, Training, and Support. ▆▆▆▆▆▆▆▆▆▆▆ 25X1C4a
25X1C4a ▆▆▆▆▆▆▆▆▆▆▆▆▆▆▆▆▆▆▆▆▆ Training is headed up by a local Chief of Training. Support operations are headed up by a local Chief of Support who is responsible to the C.O. Many of the problems which formerly developed in the operation of this base appear to have resulted from the lack of clearly annunciated lines of command, staff guidance and coordination, as well as the clear delineation of responsibility and authority, both in headquarters and at the base. Coordination and cooperation between the C.O., the Chief of Training and 25X1A6a the Chief of Support at ▆▆▆▆ is now satisfactory. There appears to be some uncertainty in OTR concerning headquarters responsibility for each phase of the base operations and as to the extent of staff guidance, direction and/or participation that should exist on the part of the training and support elements of OTR.

l. There will be problems in the internal organization of the proposed staffs and divisions concerning staffing adjustments, procedures, the development of statements of responsibility and authority, and the laying on of lines of command, after the basic pattern of the Office is approved. These problems will be resolved in the second phase of the survey as it is extended into the divisions and branches.

m. The Office of Training is faced with a number of problems in its relationship to other components of the Agency and in matters of overall

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Agency training policy. Many of these have been the subject of previous study, conferences and memorandums. This survey gives priority to the internal problems of OTR. When these are resolved, recommendations concerning extensions to Agency training policy and clarifications in OTR external relationships can be developed. Some problems in this category are:

(1) The furnishing of appropriate personnel by DD/P, DD/I and DD/A as students for courses which have been requested.

(2) The obtaining of qualified instructor personnel from the operating components, either on rotation to OTR or for special assignments, where experience and technical know-how are required.

(3) The need for Agency policy and procedure which will assure a more uniform student load.

(4) The need for a device in the classification process which would permit the rotation of qualified operating personnel to OTR "in grade" and a career plan to assure their orderly return to the operating field upon completion of their OTR tour.

(5) The need for Agency policy concerning the extent of training which should be required of new employees before entry on any active assignment and/or before movement overseas.

(6) The need for clarification concerning the scope of responsibility and authority which should be vested in OTR in connection with organized training conducted by other components of the Agency in headquarters and overseas.

5. CONCLUSIONS:

a. The Office of Training is performing a mission somewhat comparable to a college or university and its organizational pattern and functional distribution should conform to an academic type structure.

b. The problem of organizational structure and concept within the Office of Training is considered to be of primary importance. Upon the resolution of this question depends the solution to many of the internal and external problems of the Office. With the proposed structure and concept approved by the Director of Training, the survey can proceed.

c. The present structure of OTR does not provide an adequate secondary level of command. Twelve (12) headquarters staff and training elements, plus a Deputy Director and an Executive Officer, report directly to the Director. In addition, three (3) phases of the ▊▊▊▊ operation are also responsible to the Director. There is a screening responsibility located in the Executive Office for the administrative and support phases and in

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the Office of the Deputy Director for certain phases of the training operation. However, discussion with the chiefs of the divisions and staffs reveals that they consider themselves to be directly responsible to the Director and that they, and in many cases their subordinates, may contact the Director personally on any matters. Whether this situation results from necessity or design is beside the point. It indicates an excellent relationship between the Director and his principals but it creates an unbearable demand upon the Director.

d. The Office of Training falls into three logical organizational groups; namely, the training groups, the administrative and support elements, and the assessment and evaluation activity. The need for limited staff support is indicated and will be discussed separately.

e. The fields of interest in training, the courses offered, and the responsibilities for off-campus training, lend themselves to logical groupings. "Schools" can be organized and their responsibilities, interests and authorities clearly delineated, and thus permitting a logical grouping of like subjects and like activities. The present organization, a compromise from a former structure which had duplicating elements serving the covert and overt requirements, does not entirely eliminate duplication in courses and subject matter. Compartmentalization and presentation of covert material can be accomplished under the proposed "school" type organization through the arrangement of courses, offering <u>basic</u> and intermediate courses of interest to all personnel and <u>advanced</u> courses for specialized personnel.

f. The present Administrative Staff and the Instructional Services Staff, with some minor realignment of functions and emphasis, appear to be adequate and necessary. The activity of these elements should be the direct responsibility of the Executive Officer.

g. The present Assessment and Evaluation Staff should be continued approximately as-is but should be reflected in the organization in such a manner that its relation to the Director and to the training and support elements is clear. This element functions in an advisory capacity to the Director and to the training components; it has neither command nor operational responsibility. The assessment activity also provides service to other Agency components, mainly DD/P, and this fact should be recognized when evaluating the total number of T/O positions charged to the Office of Training.

h. The proposed concept of organizational structure for OTR recognizes a need for a small but highly qualified staff element, having a very specific mission.

i. The Orientation and Briefing Division is primarily an Agency personnel and public relations element, having only a minor relationship to the mission of the Office of Training. It operates in very close relation

with the DCI, the DDCI and the DD's. In most of its activities it is directly representing the Agency or the DCI or his principal subordinate officials. The element would be more properly located if it were attached as a specialized staff to the DDCI.

j. OTR is responsible for several types of off-campus training, e.g., the JOT Program, specialized ████████████████████████ and 25X1A14a training authorized at outside agencies and public institutions. These activities require relatively small staffs to supervise each program, and they should be assigned to major elements having a common field of interest. Their present divisional status is not justified.

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k. The problem of organizational structure at the Training Center, ████████ is relatively simple. The C.O. expressed a desire for a minor adjustment in the support group. The internal organization of the Training element is set in accordance with the courses currently offered and should be subject to change as emphasis shifts or as courses are added or dropped. Operational and personal relationships on the base are excellent in so far as the top echelon of the three major elements is concerned. The residue of former misunderstandings among the lower levels in the organization is being eliminated. There are problems remaining to be resolved in connection with the inter-relationships between OTR headquarters and the elements of the Training Center. The resolution of these problems can be attained by the proposed realignment within the Office of Training and the preparation of adequate functional statements, the assignment of specific responsibilities, and the exact delegation of authorities, including in each instance the informal liaison relationships with the Training Center. This survey indicates the advisability of a "tenant service" type of organization in which the C.O. is responsible for the physical operation of the base plant and for the support of one or more tenant elements, each of which is under the direct command of its parent organization - in this instance the ████████ Training element would be 25X1A6a under the direct command of the appropriate headquarters school, with liaison channels to the C.O. on support matters.

l. The proposed T/O for the Office of Training is misleading, without evaluation, because it includes positions which are not actually necessary in a strictly training organization. The following are examples:

                Career Development Slots   40
                Orientation and Briefing Division   3
                JOT Trainee Slots - Civilian   90

    (1) The CDS slots are a reserve pool to be used in the rotation of instructor personnel and for certain off-campus training.

    (2) The Orientation and Briefing Division activities, discussed elsewhere, are only related to OTR activities in a very general way.

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(3) The JOT Trainee slots are completely non-productive insofar as the Office of Training is concerned, since trainees occupying these slots are performing in an on-the-job status in the operating components of the Agency.

m. This survey of the Office of Training should be conducted in the following logical stages, with interim reports to the Director upon the completion of each phase or as requested:

(1) Study and recommendations concerning the over-all organization of the Office; lines of command, responsibility and authority; fields of interest; missions and functions of major elements.

(2) Study and recommendations concerning the internal organization of each major and minor element; exact delineation of fields of interest, functions, procedures, reporting systems, etc.; outlining lines of authority, coordination and responsibility; resolution of problem areas; justification of T/O's, etc.

(3) Identification of Office of Training problems in its relationships with the Agency as a whole or with other Agency components, such as:

(a) Need for firm policy concerning responsibility for supervision of overseas training, training conducted by other components, firm requirements regarding preparatory training for all overseas personnel, etc.

(b) Need for firm policy concerning the rotation of qualified instructor personnel between the operating components and OTR, with adequate administrative devices to provide for "grade" differentials and slots.

(c) Improvement in the system for determining training requirements, providing of an adequate, appropriate and qualified student body, etc.

6. RECOMMENDATIONS:

a. That the proposed organizational structure for the Office of Training (Tab A), be approved, including titles of elements, distribution of fields of interest within the training groups, the placement of a staff element, and the proposed command and coordination lines for ▮▮▮▮▮▮▮ 25X1A6a

b. That the Orientation and Briefing activity, and the three positions and incumbents involved, be transferred to the staff of the DCI.

c. That, upon the acceptance and approval of the foregoing recommendations and the proposed organizational structure, this survey proceed according to the following phases:

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First: Assist in the development of functional statements for each of the major elements and staffs to assure strict conformance to the concept proposed herein as it concerns delineation of fields of interest, responsibility, authority, coordination, support, channels of command and supervision, and staff advisory capacities; assist and/or advise, as necessary, in the adjustment and inter-exchange of T/C slots from the present to the proposed structure; otherwise assist in the transition as requested.

Second: Survey each element of OTR to:

(1) Assist in the development of functional statements along the lines outlined above for the major elements.

(2) Determine the T/O requirements for each element.

(3) Assist in the development and coordination of procedures, policies, etc.

(4) Identify, and propose solutions to, individual problems pertinent to each element.

(5) Develop such flow charts, diagrams, and other visual aids, as may seem necessary to clarify for all personnel the lines of command, staff responsibility, areas of interest, authority delegations, etc., in order that the proposed organization may be understood by all executive, supervisory, support and administrative personnel.

Third: Upon completion of necessary adjustments within the Office of Training, identify and define those problems of the Office which involve the need for Agency policy, direction or regulations and their annunciation or clarification, or which concern working relationships with other Agency components; and assist in the development and presentation of appropriate solutions.

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Chief, Management Staff

ATTACHMENT:

CONCUR:

Tab A - Proposed Organizational
Structure OTR

_____
Director of Training   Date

MS/SRM:ee (18 June 1954)